Report of the Joint Committee on Trustee Distribution to the Minister of Education

W. P. Lipischak
Chairman

June, 1987

88-01236/

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Fiona Nelson	Association of Large School Boards in Ontario
Karen Morrow (to March 31, 1987)	Ontario Public School Trustees' Association
Taylor H. Evans	Ontario Public School Trustees'Association
James Sherlock (to December 17, 1987)	Ontario Separate School Trustees' Association
Charles F. Yates	Ontario Separate School Trustees' Association
Lynda Stone (to January 28, 1987)	Northern Ontario School Trustees' Association
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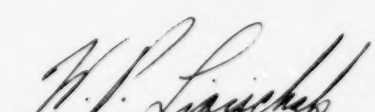
FOREWORD

This report represents an intensive study of the issue of trustee distribution in the Province of Ontario, by the presidents (or their designates) of each of the five provincial trustees' associations and five officials of the Ministry of Education.

We wish to express our sincere appreciation to the school boards, parent-teacher associations, trustees' associations, municipal associations, Ontario ministries, and other interested groups and individuals who took the time and effort to respond to the newspaper advertisements and written requests for responses to the recommendations of the research brief entitled Representing People.

We would like to thank the researchers, Dr. Edward H. Humphreys, Dr. Stephen B. Lawton, and Dr. Richard G. Townsend, for their assistance in the planning and delivery of information sessions to the committee and to trustee associations, and Ms. Victoria E. Grabb for the preparation and presentation of additional statistical data related to the research. Mr. John Bonner and Ms. Carol Dedrick are to be thanked for their analysis of submissions. We are also grateful to Mrs. Alice Soulodre and Ms. Cynthia Eyre who assisted with the secretarial and administrative functions, and Mr. George Manios, of the Ministry of Municipal Affairs, who outlined the recommendations of the Advisory Committee on Municipal Elections at a meeting of the committee.

Finally, the Committee wishes to thank the Honourable Sean Conway, Minister of Education, for this opportunity to contribute to the future of trustee distribution in the Province of Ontario.



William P. Lipischak
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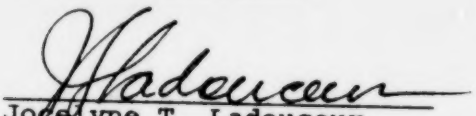

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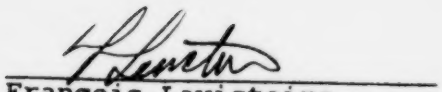

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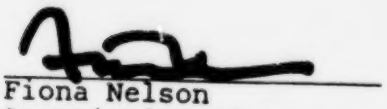

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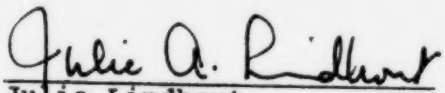

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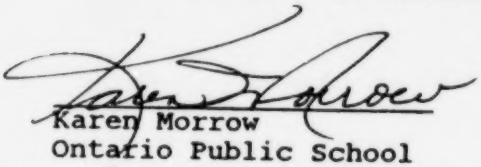

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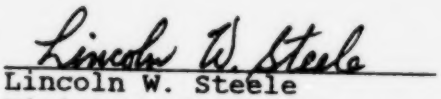

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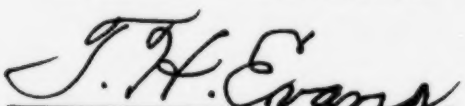

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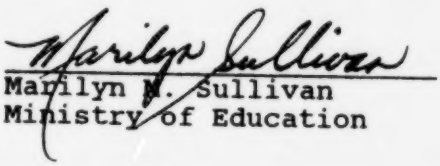

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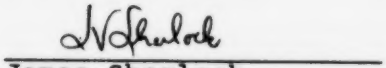

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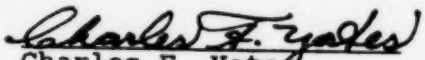

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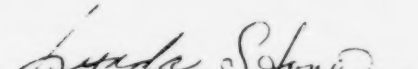

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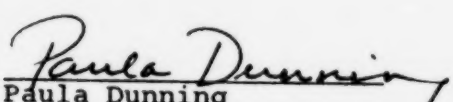

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1. INTRODUCTION

Education is one of society's dominant concerns. In recent years, issues related to the funding and governance of education have become increasingly prominent not only in educational arenas, but also in the broader community and in the Government of Ontario. One of the issues in the governance of education which has created concern in recent years, is that the method of determining trustee representation on school boards is based on wealth rather than population.

When the county and district school boards were brought into effect in 1969, trustee apportionment was made dependent on the equalized residential and farm assessment of the constituent municipalities and wards within a board's jurisdiction, rather than on population. This method, which makes representation on school boards a function of the relative wealth of the municipalities as measured by assessment, is still in effect today. Since the introduction of this method, two short studies and one major study have been conducted to examine difficulties reported by some boards and municipal councils with this basis for apportioning trustees.

The first study, conducted in 1982 by the Committee on Trustee Representation, consisting of trustees and education administrators, identified several areas of concern, and raised issues that led to further investigations. The second study was a brief technical exercise in 1984 to determine more acceptable factors to be applied in calculating comparable property values used in making trustee apportionments than the factors in use at that time. It was found that the proposed change in factors resulted in a small change in representation in favour of urban municipalities.

The major study was prompted by the recommendation of the Committee on Trustee Representation that the Ministry review the philosophical basis supporting the determination of a fair and equitable representation on boards of education. A research contract was awarded by the Ministry in the spring of 1985 in response to this challenge. The purposes of the research project were to:

(a) examine the basic philosophical issues related to the question of what or who school board trustees should represent, and

(b) identify alternative methods for the allocation of representation and the data bases needed to apportion trustee positions on school boards in Ontario.

The research report was published in three volumes entitled Alternative Approaches to Determining Distribution of School Board Trustee Representation. A research brief entitled Representing People, which summarized the report, was prepared and widely distributed during the winter of 1986-87.

It appears that a general consensus has been emerging in recent years concerning the need to create a new public policy which will provide a rational and more consistent approach to trustee distribution than previously provided. However, such a policy must be created with full recognition of two major pieces of legislation, namely, Bill 30 and Bill 75, both of which have a significant impact on the structure of school boards.

It is important to recognize that the question of governance in education is primarily of interest to the policy-makers at the local level, namely, the trustees on school boards, and to the provincial government, under whose legislation school boards operate. Thus, it is appropriate that the elected officials themselves assume an important role in determining the outcome of the issues raised in the research report on trustee representation. In recognition of this role, the Minister of Education, the Honourable Sean Conway, established the Joint Committee on Trustee Distribution in November 1986.

The committee was comprised of the five presidents of the provincial trustees' organizations (or their designates) and five ministry officials. Mr. W. P. Lipischak, Director, Program Implementation and Review Branch, was appointed to chair the committee.

The terms of reference of the Joint Committee on Trustee Distribution were established as follows:

1. To undertake a thorough review of the research report.

2. To make recommendations for legislative changes relative to trustee distribution.

3. To make recommendations regarding timelines for implementation of the legislation.

4. To make recommendations relative to communications.

2. FOCUS OF MEETINGS

a) Review of the Research

The committee was assisted in the early stages of its study by the researchers. A brief historical review of the evolution of representation in democratic societies, and the gradual transfer of the basis for this representation from the wealthy landowners to the population at large, was discussed.

The committee also gained a new perception of the current assessment-based trustee apportionment procedure in Ontario. It was realized that Ontario is the only province in Canada where representation on a school board is a function of the wealth of a municipality, rather than its population. Representation for municipal, provincial, and federal governing bodies is also based on population.

Comments regarding the simulations conducted by the researchers to demonstrate the effect of different methods of calculating trustee apportionments are given in part (e) of this section.

b) Review of the Report of the Advisory Committee on Municipal Elections

Mr. George Manios, Policy Advisor, Ministry of Municipal Affairs, was invited to a committee meeting. He commented on the recommendations of the Report of the Advisory Committee on Municipal Elections as they related to recommendations presented in the trustee distribution research report. It was decided that this committee would not prepare comments on the municipal election report recommendations, as reactions from the individual trustee associations would be more appropriate.

The committee identified the following recommendations as being relevant to its area of concern:

(i) The proposed Ontario Government Elections Commission would include one member nominated by the Ontario School Trustees' Council, and that the Commission would be responsible for organizing meetings and conferences to provide information regarding elections to the public (Recommendation 6). At present, there is no such co-ordinating body responsible for municipal elections.

(ii) Electors would be permitted to apply to have their religious or linguistic school designations corrected on the voters' list before or on voting day (Recommendation 22).

Under current legislation, corrections to the voters' list can be made only during the revision period which ends before voting day.

(iii) Members of school boards, municipal councils and public utility commissions would be required to be qualified electors of the municipality concerned and to maintain this qualification during their term of office (Recommendation 29). The Education Act has made the same requirements of school board trustees for many years. It is recognized, however, that a school board trustee must be a resident elector of the school board, whereas a municipal councillor may be a resident or non-resident elector of the council.

(iv) No changes in the method of election or composition of municipal councils or school boards should be permitted after January 15th of an election year (Recommendation 82). This recommendation would require that any statutory amendments arising from the recommendations of this committee must be enacted before January 15, 1988, if they are to be in force for the 1988 elections.

It was concluded that the recommendations in the Report of the Advisory Committee on Municipal Elections would not preclude action on the recommendations included in the trustee distribution research report.

c) Review of Bill 30

The chairman of the Bill 30 Implementation Team, Mr. Frank Clifford, indicated to the committee that the Bill has had a dramatic effect on the size of some boards of education because of the deletion of the representatives of separate school supporters on boards of education where coterminous separate school boards have extended. However, he noted that it has not affected the apportionment of the trustees elected to the boards by public school electors.

At present there is a total of 10 county and district Roman Catholic separate school boards that have not extended. It is likely that some of these boards will remain as elementary school boards.

d) Review of Bill 75

In his presentation to the committee, M. André Lalonde, Chairman, Bill 75 Provincial Support Group, indicated that there are now French-language education councils

on 26 boards of education and on 30 Roman Catholic separate school boards. In addition, there are English-language education councils on 2 boards of education and on 9 Roman Catholic separate school boards. He also noted the following points in which the recommendations of the research report are in conflict with the provisions of Bill 75:

1. Minority-language electors would elect at least one trustee to a board, based on the relative size of their total population, whereas Bill 75 provides a minimum guarantee of three trustees.

2. The apportionment of the trustees elected by minority-language electors would be the responsibility of the municipal clerk after consultation with the director of education of the board, whereas Bill 75 gives that responsibility to the minority-language education council or the minority-language advisory committee in existence before the 1988 elections.

3. The number of minority-language trustees to be elected to a board would be based on the population of the minorty-language group. However, the provisions of Bill 75 base the number of minority-language trustees to be elected on the proportion of the total pupil enrolment of the board that is registered in minority-language classes.

e) Study of the Simulations Included in the Report

Simulations of the trustee representation that would result from the application of each of the twelve methods of trustee distribution tested in the research project, and an additional method outlined in an appendix of the research report, were examined with the help of the researchers. In addition, the committee studied the method of determining board size proposed in the report, called the additive method, and experimented with variations in the representation schedule used by the researchers.

The researchers examined two fundamentally different bases for making trustee apportionments: assessment and population. Calculations illustrating the effect of several variations of each of these bases were made on a sample of 33 school boards, consisting of 18 boards of education and 15 Roman Catholic separate school boards.

(i) Assessment

The research report included simulations which projected the composition of the sample boards using the existing assessment bases.

The researchers also examined a trustee apportionment method in which the results of an assessment-based and a population-based apportionment calculations were averaged. The committee felt, however, that a method which combines two fundamentally different philosophies does not provide a sound basis for determining representation on the governing body of school boards.

(ii) Population

The population of electors (adults) supporting a school board may appear, at first glance, to be the population that should be counted in making trustee apportionments. The committee took the position, however, that education is of benefit to the total population of resident electors and supporters of a board and their dependents, and therefore, the total population count should be used. In addition, the committee has been advised that most, if not all, electoral systems use a total population count.

The population-based simulations contained in the research report consisted of:

- a straight-forward trustee apportionment based on the relative populations in the various municipalities within a board's jurisdiction;
- a method of weighting trustee apportionment in favour of those municipalities within a board's jurisdiction having a relatively low population compared to the other municipalities;
- a method of weighting trustee apportionment in favour of those municipalities in which the population per hectare is relatively low compared to that in the other municipalities within the board's jurisdiction.

In both of the last two simulations, two variations in the application of the principle were illustrated. One variation showed the effect on trustee distribution of obtaining the additional positions for the relatively low population municipalities by re-distributing the total number of positions on the board. The other variation showed the effect on trustee distribution of obtaining the additional positions for the relatively low population municipalities by increasing the size of the board by the required number of positions.

(iii) Board size

The research report also proposed a new way to determine the size of a board based on the total population of the different groups of resident electors and supporters of a board[1], including their dependents.

The proposed method would require that the representation of the groups of resident electors and supporters of a board with the largest population be calculated in accordance with a given schedule. The representation of the other groups would be based on the same average population per trustee as the largest group. The size of the board is simply the sum of the trustees to be elected for each group. As a result, the method is called the additive method.

The committee believes that the additive method of determining board size is more consistent with the population-based trustee apportionment than the present method, as it makes the representation of each group of resident electors and supporters of a board equitable, in that the average number of persons represented by one trustee is the same for all groups, and the representation of one group is not affected by that of another group.

f) Simulations Commissioned by this Committee

Simulations in the research report regarding the effects of Bill 30 and Bill 75 on school board composition were completed before the provisions in the Bills were finalized and brought into force. Consequently, the committee commissioned Ms. Victoria Grabb, research analysis consultant, to prepare new

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1. For the purpose of this report, where a board has a minority-language section, "groups of resident electors and supporters" is defined as:

- public school majority-language resident electors and supporters;
- public school minority-language resident electors and supporters;
- separate school majority-language resident electors and supporters; and
- separate school minority-language resident electors and supporters.

In this report, the term "total population" used in conjunction with "resident electors and supporters" is intended to include the dependents of each group.

tables giving the estimated board size and trustee distribution for the 1988 elections for three of the methods of distribution outlined in the research. These tables illustrated to the committee the effects of the two Bills as passed by the Legislature, based on data available as of the spring of 1987.

The Appendix provides two sets of board size estimates for the 1988 elections.

Estimate A compares the estimated board size to be elected at the 1988 elections under current statutory provisions, to the estimated size using the additive method. The schedule presented on page 36 of the research brief, entitled Representing People, was used to calculate the number of trustees to be elected by public school electors and/or by separate school electors. The number of minority-language trustees to be elected to each board was based on the provisions of Bill 75 using September 1985 enrolment data (the latest available to date) with estimates made based on minority-language pupil transfers under the provisions of Bill 30.

Estimate B is similar to Estimate A. However, the schedule given in the research brief was revised, at the request of the committee, so as to give a minimum board size of eight for a population not greater than 6,500. In addition, a small revision in the formula produced a slight reduction in the size of some of the larger boards. The data in Estimate B does not include the Metropolitan Toronto School Board or the area boards of education within Metropolitan Toronto.

g) Responses to the Research Report

(i) In early 1987, advertisements were placed in most daily and weekly newspapers inviting reactions to the research brief, Representing People. Copies of the brief were sent to all school boards, provincial trustee associations, municipal associations, and to selected individuals and institutions. Copies of the research were made available at OISE and at the Government Book store.

(ii) Individual letters inviting responses were also forwarded to Provincial Home and School Associations, the Federation of Ontario Cottagers, the Ministry of Municipal Affairs, the Ministry of Revenue, and provincial municipal associations.

(iii) The committee requested that an analysis of the responses be prepared by the Policy Analysis and Research Branch of the Ministry of Eduation. This analysis was prepared by policy analysts Mr. John Bonner and Ms. Carol Dedrick. The committee reviewed the analysis and entered into discussions with the analysts at two meetings.

h) Drafting the Committee Report

Prior to drafting the report of the committee, the committee reviewed each of the recommendations of the research report for a final time. These were reviewed in light of the analysis of responses prepared by ministry staff and the individual responses of trustee associations and other interested parties. A set of principles which had evolved during committee discussions were then identified. The statements of principles thereby formulated became the basis for the committee's recommendations. The next two sections outline these principles and recommendations.

It is important to note that the special needs of the only two-tiered board in Ontario, the Metropolitan Toronto School Board, were not addressed by the committee. As a result, a recommendation is contained in section 4 to address this unique situation.

3. STATEMENTS OF PRINCIPLES

The committee agreed on six broad principles upon which to base its recommendations, each of which is outlined, along with comments, in this section of the report.

Principle I

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES THAT IN KEEPING WITH THE PRINCIPLE OF DEMOCRATIC GOVERNANCE, THE BASIS FOR DETERMINING THE NUMBER OF TRUSTEES TO BE ELECTED TO A SCHOOL BOARD AND THE APPORTIONMENT OF TRUSTEES, SHOULD BE POPULATION, NOT ASSESSMENT.

It is important to differentiate between the method of determining the total number of trustees to be elected to a school board and the method of apportionment or distribution of those trustees.

Under the current system of trustee representation, the total number of trustees to be elected to a school board is determined according to different schedules which are set out in the Education Act, the Municipality of Metropolitan Toronto Act, the Regional Municipality of Ottawa-Carleton Act, and certain other Acts referring to specific municipalities or boards. The number of trustees elected to each type of board of education and separate school board is based on the total population of the resident electors and supporters in the area of jurisdiction of each board. The actual number of trustees to be elected may vary from that outlined in the different schedules as a result of the rounding-off process required in the calculations.

Apportionment of trustees, that is, the allocation of trustee positions among (a) public and separate school supporters, (b) cities and county municipalities, and (c) among different wards (electoral districts) within cities and the county municipalities outside of the cities, is currently based on the share of equalized residential and farm assessment that supporters contribute to the local tax base.

Principle 2

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES THAT THE NUMBER OF TRUSTEES TO BE ELECTED TO A BOARD SHOULD BE DETERMINED BY A FORMULA WHICH:

a) RESULTS IN A TOTAL BOARD SIZE SUFFICIENT TO REPRESENT THE TOTAL POPULATIONS OF THE GROUPS OF RESIDENT ELECTORS AND SUPPORTERS OF A BOARD.

b) PROVIDES A REALISTIC MINIMUM TOTAL BOARD SIZE TO MEET THE RESPONSIBILITIES OF THE BOARD; AND,

c) PROVIDES A REALISTIC MAXIMUM TOTAL BOARD SIZE TO ALLOW FOR EFFECTIVE COMMUNICATION AND DECISION MAKING.

An examination of the different formulas currently used to determine the total size of a board in the existing legislation reveals that significant variances exist.

It is important to consider, in the development of a formula for total board size, the need to provide an adequate minimum number of trustees in order to address the needs of boards in areas with small populations, many of which are located in isolated or geographically dispersed regions and operate with relatively small administrative teams. The minimum size to be determined should take into consideration both the workload to be undertaken by individual trustees and the need to provide representation for the communities within the jurisdiction of the board.

In addition, it is important to consider in the development of a formula, the need to provide a total board size that is not so unwieldy as to prevent effective group discussions and decision making at meetings of the board.

Principle 3

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES THAT, IN THE DEVELOPMENT OF PROCEDURES FOR TRUSTEE APPORTIONMENT, FLEXIBILITY SHOULD BE PROVIDED IN ORDER TO ADDRESS SPECIFIC NEEDS AND LOCAL CONDITIONS.

The historical development of the Ontario education system has resulted in a complex framework for the delivery and governance of education.

Major differences exist in the overall size of geographic areas for school boards, the density of populations within each board's jurisdiction, the rural/urban mix, and the number of municipalities, wards, or electoral jurisdictions within the board's jurisdiction.

As a result, there exists a need to provide flexibility in the procedures used in the determination of apportionment of trustees within a school board's jurisdiction.

Principle 4

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES THAT, WHATEVER METHOD IS USED TO DETERMINE TRUSTEE REPRESENTATION FOR THE 1988 ELECTION, THE NUMBER OF MINORITY-LANGUAGE TRUSTEES TO BE ELECTED TO A BOARD SHOULD NOT BE LESS THAN THE NUMBER TO BE ELECTED ACCORDING TO BILL 75.

An Act to amend the Education Act, Bill 75, which provides a foundation for the governance of minority-language instruction, came into force on October 1, 1986. Minimum guarantees are set out in the legislation for minority-language representation on a board.

Principle 5

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES THAT, IN THE ABSENCE OF THE REQUIRED POPULATION DATA FOR MINORITY LANGUAGE GROUPS FOR DETERMINING TRUSTEE APPORTIONMENT, THE PROVISIONS OF BILL 75 SHOULD REMAIN UNALTERED WITH RESPECT TO THE ELECTION AND APPORTIONMENT OF MINORITY-LANGUAGE TRUSTEES, AT LEAST FOR THE 1988 ELECTIONS.

Under Bill 75, the number of trustees to be elected to a board is to be based on the proportion of the total number of pupils of a board that are enrolled in minorty-language classes established under Part XI of the Education Act. However, it would be desirable to have the number of trustees to be elected to represent minority-language communities based on the proportion of the total population of resident electors and supporters of a board that is the minority-language population.

If enumeration is completed in the spring of 1988, and if the necessary population data are available in time to calculate the representation of the minority-language communities using the total population data, it is the committee's belief that this process should be employed. If this does not occur, the current provisions of Bill 75 should remain unaltered for the 1988 elections.

In addition, the determination of the electoral areas and the representation of minority-language trustees for each electoral area, as set out in Bill 75,[2] differs from that of majority-language trustees on a board.

Principle 6

THE JOINT COMMITTEE ON TRUSTEE DISTRIBUTION BELIEVES IN THE PRINCIPLE OF EQUALITY OF REPRESENTATION FOR THE TOTAL POPULATION OF EACH GROUP OF RESIDENT ELECTORS AND SUPPORTERS OF A BOARD IN THAT THE NUMBER OF PEOPLE REPRESENTED, ON AVERAGE, BY A TRUSTEE FOR EACH GROUP SHOULD BE BASED ON THAT OF THE LARGEST GROUP.

Principles 4 and 5 must be maintained in the implementation of this principle.

The researchers referred to the concept upon which this principle is based as the additive method of determining board size.

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2. The Education Act, subsection 277i(3)

4. THE COMMITTEE'S RECOMMENDATIONS

The recommendations that follow are based on the principles outlined in the previous section, taking into account the views of trustee associations and the public response to the research report. Each of the recommendations are presented under subject headings followed by general comments where applicable.

IT IS RECOMMENDED THAT:

1. BASIS OF APPORTIONMENT

THE BASIS OF TRUSTEE APPORTIONMENT IN ONTARIO BE CHANGED FROM PROPERTY ASSESSMENT TO POPULATION

The historical trend in democratic societies has been a gradual devolution of power from the wealthy landowners to the population at large. The current basis of trustee apportionment in Ontario, based on the equalized residential and farm assessment of the constituent municipalities within a board's jurisdiction, is in direct opposition to this trend. Furthermore, Ontario's method of trustee apportionment differs from that used in all other provinces in Canada, as well as the basis of representation for municipal, provincial and federal elections, all of which are based on population.

The committee believes that it is appropriate to return to a method of trustee apportionment that is based on population in order to reflect the spirit and philosophy of our democratic society.

2. POPULATION IDENTIFIED

THE POPULATION REPRESENTED IN THE DETERMINATION OF TRUSTEE REPRESENTATION BE THE TOTAL POPULATION OF RESIDENT ELECTORS AND SUPPORTERS OF A BOARD.

The total population of resident electors and supporters of a board is preferred on a philosophical basis over the population of electors (voting-age persons) in that it includes all resident electors and supporters who are served by a board, including their dependents.

Due to the implementation of Bill 30 and Bill 75, it is important that the total population of each group of electors and supporters of a board be clearly identified and included in the population data used to make trustee apportionments.

3. BOARD SIZE

THE SIZE OF THE BOARD BE DETERMINED BY THE ADDITIVE METHOD SO THAT THERE IS EQUALITY OF REPRESENTATION FOR THE TOTAL POPULATION OF EACH GROUP OF ELECTORS AND SUPPORTERS OF A BOARD IN THAT THE NUMBER OF PEOPLE REPRESENTED, ON AVERAGE, BY A TRUSTEE FOR EACH GROUP IS BASED ON THAT OF THE LARGEST GROUP.

The researchers propose a schedule for determining the number of trustees to be elected to represent the total population of the largest group of resident electors and supporters of the board. The resulting average of the number of persons represented by each trustee for this group is then applied to the total population of the other group to determine their representation. The board size is the sum of the representation of each of the electoral groups. This procedure is called "the additive method".

The committee agrees with this approach to determining board size. It has the advantage of treating the total population of each group of electors and supporters of a board equally, and it avoids the process whereby the proportional number of minority-language section trustees' positions is filled within a predetermined total number of positions on the board.

4. GUARANTEED MINORITY LANGUAGE REPRESENTATION

THE NUMBER OF TRUSTEES ELECTED TO A MINORITY-LANGUAGE SECTION OF A BOARD, AT LEAST IN 1988, SHALL NOT BE FEWER THAN THE NUMBER CALCULATED UNDER THE PROVISIONS OF BILL 75, REGARDLESS OF THE NUMBER DETERMINED BY THE ADDITIVE METHOD.

Minority-language section trustees have a wide range of exclusive governance responsibilities regarding the minority-language schools of the board. In view of this heavy responsibility, three is considered an absolute minimum number of trustees on a minority-language section of a board.

5. METHOD OF CALCULATING APPORTIONMENT

a) APPORTIONMENT OF THE TRUSTEES REPRESENTING THE TOTAL POPULATION OF EACH GROUP OF RESIDENT ELECTORS AND SUPPORTERS OF A BOARD IN EACH ELECTORAL DISTRICT BE DETERMINED ON THE BASIS OF THE PROPORTION OF THE TOTAL POPULATION OF EACH GROUP RESIDENT IN EACH ELECTORAL DISTRICT.

b) THE APPORTIONMENT BE MADE IN ACCORDANCE WITH THE CURRENT PROVISIONS OF THE EDUCATION ACT AFTER CONSULTATION WITH THE DIRECTOR OF EDUCATION OF THE BOARD HAS TAKEN PLACE.

c) THE APPORTIONMENT OF MINORITY-LANGUAGE TRUSTEES BE MADE IN ACCORDANCE WITH THE PROVISIONS OF BILL 75.

The apportionment procedure would be similar, in general, to that now used for assessment-based apportionments. A mandatory consultation between the municipal clerk responsible for apportionment and the director of education is recommended in order to provide appropriate information sharing prior to a final determination of the apportionment.

As Bill 75 gives authority to the minority-language education council or advisory committee in existence before the elections to apportion the minority-language trustees, this authority must be recognized. In addition, the committee reviewed the June 1984 decision of the Court of Appeal, regarding French-language education rights, and recognized that the decision may have implications for school board jurisdictional boundaries in the future[3].

It is recognized that where trustees are to be elected at large, no apportionment is required. Some adjustments may have to be made in the number of trustees to be elected in each ward, where ward systems exist, in order to accommodate any changes made in the calculations of board size.

The committee believes that it should continue to be a local board decision to determine whether or not a ward system is appropriate to meet the needs of the municipalities within the jurisdication of the board. Consistent with Bill 75, where a school board has a minority-language section, a decision as to whether or not a ward system is appropriate to meet the needs of the minority-language community would be made by the members of the minority-language education council or the minority-language section of the board.

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3. With reference to the Court of Appeal pursuant to the Constitutional Questions Act, R.S.O. 1980, Chapter 86 by Order-in-Council 2154/83 respecting the Education Act, R.S.O. 1980, Chapter 129 and Minority-Language Education Rights, the justices ruled: "...the strict geographical limitations imposed on school boards and thus the geographical limitations imposed upon their duty to provide French-language educational facilities, is inconsistent with s.23 of the Charter".

6. NATIVE REPRESENTATION

NATIVE REPRESENTATION ON SCHOOL BOARDS IN ONTARIO CONTINUE TO BE DETERMINED IN ACCORDANCE WITH THE CURRENT PROVISIONS IN THE EDUCATION ACT.

In view of the federal-provincial agreements concerning the education of Native Peoples, the committee believes that the representation for this group should remain unaltered.

7. ELECTORAL DISTRICTS

a) BOARDS AND MUNICIPAL CLERKS MAINTAIN THEIR PRESENT AUTONOMY AND RESPONSIBILITIES REGARDING THE DETERMINATION OF ELECTORAL DISTRICTS.

b) WHERE TWO OR MORE COUNTY MUNICIPALITIES OR URBAN WARDS MUST BE GROUPED TOGETHER TO FORM AN ELECTORAL DISTRICT, THE PRINCIPLE OF COMMUNITY OF INTEREST BE APPLIED.

Although the committee is in favour of the principle of community of interest in defining electoral districts, it would be prudent to continue present responsibilities and authorities for at least the first election based on population data before considering a statutory provision which would provide a variance limit on the population size of each of the districts.

8. POPULATION DENSITY

POPULATION-BASED DISTRIBUTION OF TRUSTEE REPRESENTATION FOR THE 1988 ELECTION SHOULD NOT INCLUDE PROVISIONS TO GIVE ADDED WEIGHT TO LOW DENSITY POPULATION AREAS WITHIN A BOARD'S JURISDICTION, BUT THAT A SPECIAL PROVISION BE INCLUDED FOR SMALL BOARDS WITH NUMEROUS MUNICIPALITIES.

Simulation data commissioned by the committee indicate that if trustee distribution is weighted in favour of those municipalities having a population density of less than 50% of the average for the board's jurisdiction, the county municipalities would experience a small increase in representation compared to an unweighted calculation. If the total number of trustees is unchanged, the increase in county representation is at the expense of the urban areas (redistributive method). If the additional trustees for the county municipalities are added to the total number of trustees, the board size is increased but the urban area representation is not affected (the additive method).

The population density procedure involves several more calculations for each board than a straight-forward population method for trustee distribution.

In addition, the applicati n of the procedure in the simulations conducted by the researchers was not found to be beneficial to most of the boards. In the view of the committee, it would be advisable to avoid this complication for the 1988 election, at least.

The formula outlined in recommendation 9 provides a minimum board size of 8. In most cases, the boards with low density population municipalities are small boards. The increase in the minimum number of trustees to 8 represents an increase from previous schedules for board size. For many of the small boards, this alleviates the density problem. In addition, recommendation 9(b) provides an opportunity for small boards with numerous population centres to apply a variance factor.

9(a) FORMULA

THE FOLLOWING FORMULA, AS APPLIED IN THE APPENDIX, BE USED IN MAKING BOARD SIZE CALCULATIONS:

Population	Ratio	No. of Trustees
Less Than 6,500	N/A	8 (minimum)
6,500 - 9,499	1: 1,000 to max. of	11
9,500 - 99,499	1: 15,000 to max. of	17
Greater than 99,500	1:100,000	No maximum

The revised formula, which gives a minimum board size of eight trustees and limits the maximum size to approximately twenty trustees, is considered to be more practical than the formula presented in the research report, and is in keeping with the second principle outlined in the previous section.

The formula has been applied to each of the boards and comparisons between the current legislative provisions and the application of the additive formula have been made, as outlined in the Appendix. The simulation in the Appendix shows the number of trustees on the majority-language part of a board being reduced by the proportional number of minority-language trustees. It is the committee's view that, in the absence of population data for the minority-language population, the provisions of Bill 75 should remain unaltered, at least for the 1988 elections.

When the additive method is fully implemented, the number of trustees to be elected to represent each group of resident electors and supporters of a board will be independent of the number(s) of those elected to represent the other group(s). The only relationship that exists between the numbers of the two or three groups, is that a trustee of one group represents, on the average, the same number of persons of his/her group as a trustee of each of the other groups represents of his/her group.

9(b) FORMULA VARIANCE FACTOR

THE FORMULA USED IN MAKING BOARD SIZE CALCULATIONS PROVIDE A VARIANCE OF UP TO TWO TRUSTEES FOR BOARDS WITH A POPULATION OF LESS THAN 9,500 IN JURISDICTIONS HAVING SIX OR MORE MUNICIPALITIES, NOT INCLUDING ANY TERRITORY WITHOUT MUNICIPAL ORGANIZATION THAT IS DEEMED A DISTRICT MUNICPALITY; AND THAT THE DECISION TO APPLY A VARIANCE FACTOR BE MADE BY A TWO-THIRDS MAJORITY VOTE OF THE BOARD IN THE YEAR IMMEDIATELY PRECEDING A MUNICIPAL ELECTION.

Boards situated in jursidictions with both small populations and widely dispersed communities, may find it difficult to provide adequate representation of their constituent communities as a result of a decrease in board size, due to the population-based method of determining board size outlined in recommendation 9(a).

10. REVIEW OF ELECTION CHANGES

THE ENTIRE ELECTION PROCESS, INCLUDING THE METHOD OF DETERMINING BOARD SIZE AND TRUSTEE APPORTIONMENTS, BE REVIEWED WITHIN ONE YEAR FOLLOWING THE 1988 ELECTIONS IN ORDER TO DESIGN AMENDMENTS TOWARDS GREATER CONSISTENCY, AND TO TAKE INTO ACCOUNT LOCAL CONCERNS BEFORE THE 1991 ELECTIONS.

The committee recognizes the necessity of allowing some time for a revision in election procedures and established representation patterns to be assimilated before considering further changes.

Nevertheless, it is important that a review be commenced within a year following the 1988 election, to ensure that any serious problems may be identified and action taken to implement remedies in time for the 1991 elections. Should this review reveal major problems which interfere with an individual board's ability to operate effectively, it is the committee's view that the ministry should act immediately to remedy the problem without waiting for the 1991 elections.

11. METROPOLITAN TORONTO SCHOOL BOARD

THE METROPOLITAN TORONTO SCHOOL BOARD AND THE AREA BOARDS OF EDUCATION WITHIN METROPOLITAN TORONTO BE ASKED TO RECOMMEND HOW THE PRINCIPLES AND RECOMMENDATIONS CONTAINED IN THIS REPORT MAY BE APPLIED IN THEIR UNIQUE CIRCUMSTANCES.

The Joint Committee believes that the members of the Metropolitan Toronto School Board and the area boards of education are in a much better position than the committee to apply to their unique situation the principles and recommendations contained in this report, in order to make recommendations to the Minister.

5. CONCLUSION

The committee hopes that this report provides the Minister of Education with a philosophical framework, the empirical data, and a unified set of recommendations required to provide a rational, democratic basis for school board trustee representation in Ontario for the future.

Further, the committee requests that these policy initiatives be implemented for the 1988 municipal elections.

The members of the committee have appreciated the opportunity to explore the complex issues related to trustee distribution and to make recommendations for future action.

APPENDIX

EXPLANATION OF THE TABLES CONTAINED IN THE APPENDIX

A. General

The tables in the Appendix list all boards of education and county and district combined Roman Catholic separate school boards that would be affected by the recommendations of the Joint Committee on Trustee Distribution.

For each school board, the tables indicate the board composition as of the 1985 elections, and the current, or interim, board composition. An estimate of the board composition to be elected at the 1988 elections under the provisions of current legislation is also provided. The effects of Bill 30 and Bill 75 on the composition is estimated using September 30, 1985 pupil enrolment data adjusted by the estimated transfer of pupils from boards of education to separate school boards.

It should be noted that the estimated 1988 board composition calculations, made under the provisions of current legislation, do not reflect the special provisions of the Education Act, or any other Act, or regulation that apply to a specific board. These calculations are based on 1985 population data. Representation for Native people is not included in the figures.

Due to the impending changes pertaining to the governance of French minority-language education under Part XI of the Education Act, the data regarding the existing school boards in the Regional Municipality of Ottawa-Carleton, and the area boards of education in Metropolitan Toronto, are not applicable.

Where a board now has a minority-language education council, or will have a minority-language section elected at the 1988 elections, the tables indicate the effect that this has, or will have, on the board's composition. Under the provisions of Bill 75, the number of minority-language trustees to be elected is based on the proportion of the board's pupils that are enrolled in minority-language instructional units under Part XI of the Education Act. However, if this number is less than three, one or two additional minority-language trustees must be elected to provide the minimum guarantee of three such trustees.

In accordance with Bill 75, the number of trustees to be elected by public and/or separate school majority-language electors, must be reduced by the proportional number of minority-language trustees to be elected. The proportional number of minority-language trustees is indicated in the tables in the column entitled INCL. The additional number of trustees to be elected to give a minimum number of three minority-language trustees, is indicated in the tables in the column entitled ADD. The total number of minority-language trustees to be elected is the sum of the numbers indicated in the INCL. column and the number indicated in the ADD column.

If the additive method of determining board size is fully implemented, as recommended by the committee, all the minority-language trustees would be added to the board. Any reduction in the number of trustees elected by public school and/or separate school electors would be due to a decrease in the total population of these groups of electors as a result of a portion of those populations making the decision to become minority-language electors.

B. Boards of Education

The fourth section of the Estimate A table for boards of education indicates the estimated board composition to be elected at the 1988 elections, using the additive method based on the formula recommended by the researchers. Column one of the fifth section of this table compares board size from the fourth section to the board size elected at the 1985 elections (section one). Column two of the fifth section of this table compares the estimated 1988 board size (section four), to the estimated 1988 board size calculated under current statutory provisions (section three).

The second section of the Estimate B table for boards of education indicates the estimated board composition to be elected at the 1988 elections using the additive method based on the the formula proposed by the Joint Committee on Trustee Distribution. Section five of this table compares the board size from the second section to the 1988 estimated board size calculated under current statutory provisions (section one).

C. Roman Catholic Separate School Boards

The table indicating the composition of county and district combined separate school boards is organised in the same manner as for boards of education.

D. Reading the Tables

Example:
Estimate A, Board of Education: The Niagara South Board of Education

Section 1: board composition as elected in 1985 public 14, separate 6, total 20

Section 2:

column 1 In section 2, the table does not show the decrease in the trustees elected by majority-language public school electors, from 14 to 13, due to the proportional number of minority-language trustees of one (see note under column 5).

column 2 In accordance with Bill 30, the trustees elected by separate school electors are no longer on the board.

column 3 The proportional number of French-language trustees, based on pupil enrolments is one.

column 4 Two French-language trustees must be added to provide the minimum guaranteed number of 3.

column 5 The total number of French-language trustees is 16. The one trustee under the heading INCL is included in the 14 in column 1 since one of the 14 trustees was qualified to be a member of the FLEC and transferred to that position.

In the sections of the tables referring to the 1988 elections, the number of trustees elected by public and/or separate school trustees, as the case may be, has been reduced by the proportional number of minority-language trustees. This reduction reflects, in an approximate manner, the reduction in the population of public school and/or separate school electors of the board, due to the separation of the minority-language electors from this group, in order to elect their own representatives.

ESTIMATE A - BOARD SIZE

Boards of Education

COMPARISON OF TRUSTEE NUMBERS - BOARDS OF EDUCATION

BOARD	CURRENT LEGISLATIVE PROVISIONS FOR DETERMINING TOTAL, MINORITY LANGUAGE TRUSTEE NUMBERS															USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE #s					'-' = BOARD IS SMALLER '•' = BOARD IS LARGER	
	1985 NUMBERS			INTERIM NUMBERS					1988 NUMBERS					1988 NUMBERS					CURRENT 1985 vs ADDITIVE	CURRENT 1988 vs ADDITIVE
	PUB A+	SEP B=	TOT	PUB A+	SEP B+	MIN LANG INCL C=	ADD	TOT	PUB A+	SEP B+	MIN LANG INCL C+	ADD D=	TOT	PUB A+	SEP B+	MIN LANG INCL C+	ADD D=	TOT		
1 Atikokan	7	1	8	7	1	0	0	8	7	1	0	0	8	6	2	0	0	8	0	0
2 Brant	13	3	16	13	0	0	0	13	13	0	0	0	13	16	0	0	0	16	0	3
3 Bruce	14	2	16	14	0	0	0	14	14	0	0	0	14	14	0	0	0	14	-2	0
4 Carleton	16	4	20	16	0	0	3	19	15	0	1	2	18	17	0	1	2	20	0	2
5 CE Algoma	14	0	14	14	0	0	0	14	14	0	0	0	14	10	0	0	0	10	-4	-4
6 Chapleau	5	2	7	5	2	1	2	9	4	2	1	2	9	4	5	2	1	12	5	3
7 Cochrane-Iroquo	8	6	14	8	0	0	3	11	6	0	2	1	9	8	0	2	1	11	-3	2
8 Dryden	13	1	14	13	1	0	0	14	13	1	0	0	14	12	1	0	0	13	-1	-1
9 Dufferin	13	1	14	13	0	0	0	13	13	0	0	0	13	12	0	0	0	12	-2	-1
10 Durham	17	3	20	17	0	0	0	17	17	0	0	0	17	19	0	0	0	19	-1	2
11 EA Parry Sound	14	0	14	14	0	0	0	14	14	0	0	0	14	12	0	0	0	12	-2	-2
12 EA York	8	2	10	8	0	0	0	8	8	0	0	0	8	16	0	0	0	16	6	8
13 Elgin	14	2	16	14	0	0	0	14	14	0	0	0	14	14	0	0	0	14	-2	0
14 Espanola	9	5	14	9	5	3	3	17	9	5	1	2	17	7	5	0	3	15	1	-2
15 Essex	11	7	18	11	0	3	0	11	11	0	0	3	14	15	0	0	3	18	0	4
16 Etobicoke	10	4	14	10	0	0	0	10	10	0	0	0	10	18	0	0	0	18	4	8
17 Fort Frances Ra	12	2	14	12	2	0	0	14	12	2	0	0	14	11	2	0	0	13	-1	-1
18 Frontenac	15	3	18	15	0	0	3	18	15	0	0	3	18	17	0	0	3	20	2	2
19 Geraldton	6	3	9	6	3	0	3	12	5	3	1	2	11	5	4	2	1	12	3	1
20 Grey	15	1	16	15	0	0	0	15	15	0	0	0	15	16	0	0	0	16	0	1
21 Haldimand	13	1	14	13	1	0	0	14	13	1	0	0	14	13	2	0	0	15	1	1
22 Haliburton	15	1	16	15	1	0	0	16	15	1	0	0	16	11	1	0	0	12	-4	-4
23 Halton	16	4	20	16	0	0	0	16	16	0	0	0	16	19	0	0	0	19	-1	3
24 Hamilton	16	6	22	16	0	0	3	19	16	0	0	3	19	19	0	0	3	22	0	3
25 Hastings	15	3	18	15	0	0	0	15	15	0	0	0	15	16	0	0	0	16	-2	1
26 Hearst	4	8	12	4	8	4	0	12	2	5	5	0	12	1	4	4	0	9	-3	-3
27 Hornepayne	4	1	5	4	1	0	0	5	4	1	0	0	5	6	2	0	0	8	3	3
28 Huron	14	2	16	14	0	0	0	14	14	0	0	0	14	13	0	0	0	13	-3	-1
29 Kapuskasing	6	9	15	6	0	3	0	6	6	0	0	0	6	6	0	0	0	6	-9	0
30 Kenora	12	2	14	12	0	0	0	12	12	0	0	0	12	11	0	0	0	11	-3	-1
31 Kent	13	5	18	13	0	0	0	13	13	0	0	0	13	15	0	0	0	15	-3	2
32 Kirkland Lake	9	5	14	9	5	3	0	14	9	5	1	2	17	10	7	1	2	20	6	3
33 Lakehead	13	6	19	13	0	0	0	13	13	0	0	0	13	16	0	0	0	16	-3	3
34 Lake Superior	10	4	14	10	4	0	1	15	10	4	0	3	17	9	5	0	3	17	3	0
35 Lambton	14	4	18	14	0	0	3	17	14	0	0	3	17	17	0	0	3	20	2	3
36 Lanark	12	2	14	12	0	0	0	12	12	0	0	0	12	13	0	0	0	13	-1	1
37 Leeds & Grenvil	14	2	16	14	0	0	0	14	14	0	0	0	14	15	0	0	0	15	-1	1
38 Lennox & Adding	13	1	14	13	0	0	0	13	13	0	0	0	13	12	0	0	0	12	-2	-1
39 Lincoln	17	4	21	17	0	0	0	17	17	0	0	0	17	18	0	0	0	18	-3	1
40 London	14	3	17	14	0	0	3	17	14	0	0	3	17	19	0	0	3	22	5	5
41 Manitoulin	14	1	15	14	1	0	0	15	14	1	0	0	15	8	1	0	0	9	-6	-6
42 Michipicoten	6	4	10	6	4	2	2	12	5	4	1	2	12	5	5	1	2	13	3	1
43 Middlesex	14	2	16	14	0	0	0	0	14	0	0	0	14	14	0	0	0	14	-2	0
44 Muskoka	14	1	15	14	0	0	0	14	14	0	0	0	14	13	0	0	0	13	-2	-1
45 Niagara South	14	6	20	14	0	1	2	16	13	0	1	2	16	17	0	1	2	20	0	4

ESTIMATE A - BOARD SIZE
Boards of Education

COMPARISON OF TRUSTEE NUMBERS - BOARDS OF EDUCATION

BOARD	CURRENT LEGISLATIVE PROVISIONS FOR DETERMINING TOTAL, MINORITY LANGUAGE TRUSTEE NUMBERS															USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE Bs					'-' = BOARD IS SMALLER '.' = BOARD IS LARGER	
	1985 NUMBERS			INTERIM NUMBERS					1988 NUMBERS					1988 NUMBERS					CURRENT vs ADDITIVE	CURRENT 1988 vs ADDITIVE
	PUB A+	SEP B=	TOT	PUB A+	SEP B+	MIN LANG INCL C=	ADD	TOT	PUB A+	SEP B+	MIN LANG INCL C+	ADD D=	TOT	PUB A+	SEP B+	MIN LANG INCL C+	ADD D=	TOT		
46 Nipigon-Red Roc	6	2	8	6	2	0	0	8	6	2	0	0	8	6	2	0	0	8	0	0
47 Nipissing	9	7	16	9	0	1	2	11	9	0	0	0	9	14	0	0	0	14	-2	5
48 Norfolk	12	4	16	12	4	1	0	16	12	4	0	0	16	14	3	0	0	17	1	1
49 North Shore	9	5	14	9	5	3	0	14	8	5	1	2	16	10	8	2	1	21	7	5
50 North York	14	4	18	14	0	0	0	14	14	0	0	3	17	21	0	0	3	24	6	7
51 Northumberland	15	1	16	15	0	0	0	15	15	0	0	0	15	16	0	0	0	16	0	1
52 Ottawa	11	6	17	12	0	2	3	15	11	0	1	2	14	16	0	2	1	19	2	5
53 Oxford	14	2	16	14	0	0	0	14	14	0	0	0	14	15	0	0	0	15	-1	1
54 Peel	16	7	23	16	0	0	0	16	16	0	0	0	16	21	0	0	0	21	-2	5
55 Perth	14	2	16	14	0	0	0	14	14	0	0	0	14	14	0	0	0	14	-2	0
56 Peterborough	16	2	18	16	0	0	0	16	16	0	0	0	16	16	0	0	0	16	-2	0
57 Prescott & Russ	6	12	18	6	12	6	3	21	3	6	9	0	18	2	7	8	0	17	-1	-1
58 Prince Edward	13	1	14	13	0	0	0	13	13	0	0	0	13	12	0	0	0	12	-2	-1
59 Red Lake	9	1	10	9	1	0	0	10	9	1	0	0	10	6	1	0	0	7	-3	-3
60 Renfrew	11	5	16	11	0	0	3	14	11	0	0	3	14	14	0	0	3	17	1	3
61 Sault Ste Marie	13	7	20	13	0	3	0	16	13	0	0	3	16	14	0	0	3	17	-3	1
62 Scarborough	14	3	17	14	0	0	0	14	14	0	0	0	14	21	0	0	0	21	4	7
63 Simcoe	18	2	20	18	0	3	0	18	18	0	0	3	21	18	0	0	3	21	1	0
64 Stormont Dundas	11	7	18	11	0	0	3	14	9	0	2	1	12	12	0	2	1	15	-3	3
65 Sudbury	9	11	20	9	0	0	7	16	8	0	1	2	11	13	0	2	1	16	-4	5
66 Timiskaming	10	4	14	10	4	5	0	14	9	3	2	1	15	10	6	2	1	19	5	4
67 Timmins	7	7	14	7	0	0	5	12	7	0	0	0	7	12	0	0	0	12	-2	5
68 Toronto	22	4	26	22	0	2	0	22	22	0	0	3	25	22	0	0	3	25	-1	0
69 Victoria	13	1	14	13	0	0	0	13	13	0	0	0	13	14	0	0	0	14	0	1
70 Waterloo	16	5	21	16	0	0	0	16	16	0	0	0	16	19	0	0	0	19	-2	3
71 Wellington	15	3	18	15	0	0	0	15	15	0	0	0	15	17	0	0	0	17	-1	2
72 Wentworth	15	3	18	15	0	0	0	15	15	0	0	0	15	16	0	0	0	16	-2	1
73 WE Parry Sound	13	1	14	13	0	0	0	13	13	0	0	0	13	11	0	0	0	11	-3	-2
74 Windsor	10	6	16	10	0	0	0	10	10	0	0	3	13	17	0	0	3	20	4	7
75 York	8	2	10	8	0	0	0	8	8	0	0	0	8	16	0	0	0	16	6	8
76 York Region	16	4	20	16	0	3	0	16	16	0	0	0	16	19	0	0	0	19	-1	3

ESTIMATE A - BOARD SIZE

Roman Catholic Separate School Boards

COMPARISON OF TRUSTEE NUMBERS - RCSS BOARDS

BOARD	CURRENT LEGISLATIVE PROVISIONS FOR DETERMINING SEPARATE, MINORITY LANGUAGE TRUSTEE NUMBERS												USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE #s				'*-' = BOARD IS SMALLER; '* ' = BOARD IS LARGER	
	1985		INTERIM NUMBERS				1988 NUMBERS				1988 NUMBERS				CURRENT vs ADDITIVE	CURRENT 1988 vs ADDITIVE
	SEP A=	TOT	SEP A+	MIN LANG INCL B=	ADD	TOT	SEP A+	MIN LANG INCL B+	ADD C=	TOT	SEP A+	MIN LANG INCL B+	ADD C=	TOT		
1 Brant	12	12	12	3	0	12	12	0	3	15	12	0	3	15	3	0
2 Bruce-Grey	14	14	14	0	0	14	14	0	3	17	11	0	3	14	0	-3
3 Carleton	16	16	16	7	0	16	12	4	0	16	12	5	0	17	1	1
4 Chapleau	8	8	8	0	0	8	7	1	2	10	5	1	2	8	0	-2
5 Cochrane-Iroquois Fa	8	8	8	3	0	8	6	2	1	9	7	3	0	10	2	1
6 Dryden	8	8	8	1	0	8	8	0	0	8	6	0	0	6	-2	-2
7 Dufferin-Peel	16	16	16	3	0	16	16	0	3	19	18	0	3	21	5	2
8 Durham	16	16	16	3	0	16	15	1	2	18	13	1	2	16	0	-2
9 Elgin	12	12	12	0	0	12	12	0	0	12	10	0	0	10	-2	-2
10 Essex	14	14	14	4	0	14	11	3	0	14	11	3	0	14	0	0
11 Fort Frances Rainy R	8	8	8	0	0	8	8	0	0	8	6	0	0	6	-2	-2
12 Frontenac-Lennox & A	14	14	14	3	0	14	13	1	2	16	11	1	2	14	0	-2
13 Geraldton	8	8	8	4	0	8	4	4	0	8	3	3	0	6	-2	-2
14 Haldimand-Norfolk	12	12	12	3	0	12	12	0	3	15	12	0	3	15	3	0
15 Halton	16	16	16	0	3	19	15	1	2	18	13	1	2	16	0	-2
16 Hamilton-Wentworth	16	16	16	3	0	16	16	0	3	19	16	1	2	19	3	0
17 Hastings-Prince Edwa	14	14	14	0	0	14	14	0	0	14	12	0	0	12	-2	-2
18 Hearst	8	8	8	0	0	8	8	0	0	8	8	0	0	8	0	0
19 Huron-Perth	14	14	14	4	0	14	14	0	0	14	12	0	0	12	-2	-2
20 Kapuskasing	8	8	8	3	0	8	7	1	2	10	9	2	1	12	4	2
21 Kenora	8	8	8	0	0	8	8	0	0	8	6	0	0	6	-2	-2
22 Kent	14	14	14	4	0	14	12	2	1	15	12	1	2	15	1	0
23 Kirkland Lake	8	8	8	3	1	9	4	4	0	8	4	4	0	8	0	0
24 Lakehead	14	14	14	0	3	17	14	0	3	17	13	0	3	16	2	-1
25 Lambton	14	14	14	3	0	14	13	1	2	16	11	1	2	14	0	-2
26 Lanark-Leeds & Grenv	14	14	14	0	0	14	14	0	0	14	12	0	0	12	-2	-2
27 Lincoln	14	14	14	0	3	17	13	1	2	16	12	1	2	15	1	-1
28 London & Middlesex	16	16	16	0	3	19	16	0	3	19	15	0	3	18	2	-1
29 Metro Toronto	24	24	24	0	0	24	24	0	3	27	23	0	3	26	2	-1
30 Michipicoten	8	8	7	0	3	10	4	3	0	7	4	2	1	7	-1	0
31 Nipissing	12	12	12	5	0	12	7	5	0	12	7	6	0	13	1	1
32 North of Superior	11	11	10	0	3	13	8	2	1	11	6	1	2	9	-2	-2
33 North Shore	10	10	10	5	0	10	5	5	0	10	6	5	0	11	1	1
34 Ottawa	16	16	16	8	0	16	10	6	0	16	11	6	0	17	1	1
35 Oxford	12	12	12	0	3	15	11	1	2	14	10	1	2	13	1	-1
36 Peterborough-Victori	16	16	16	0	0	16	16	0	0	16	13	0	0	13	-3	-3
37 Prescott & Russell	12	12	12	0	3	15	12	0	3	15	13	0	3	16	4	1
38 Renfrew	12	12	12	1	2	14	11	1	2	14	12	1	2	15	3	1
39 Sault Ste Marie	13	13	13	0	3	16	11	2	1	14	11	2	1	14	1	0
40 Simcoe	16	16	16	0	0	16	14	2	1	17	12	1	2	15	-1	-2
41 Stormont Dundas & Gl	14	14	14	7	0	14	8	6	0	14	8	6	0	14	0	0
42 Sudbury	14	14	14	6	0	14	8	6	0	14	9	8	0	17	3	3
43 Timiskaming	8	8	8	3	0	8	6	2	1	9	8	2	1	11	3	2
44 Timmins	10	10	10	4	0	10	7	3	0	10	9	3	0	12	2	2
45 Waterloo	16	16	16	0	3	19	16	0	3	19	16	0	3	19	3	0
46 Welland	14	14	14	1	3	17	13	1	2	16	13	1	2	16	2	0
47 Wellington	14	14	14	0	3	17	13	1	2	16	11	1	2	14	0	-2
48 Windsor	10	10	10	1	2	12	9	1	2	12	16	1	2	19	9	7
49 York Region	16	16	16	0	0	16	16	0	3	19	15	0	3	18	2	-1

ESTIMATE B - BOARD SIZE

Boards of Education

(REVISED ADDITIVE FORMULA)
COMPARISON OF TRUSTEE NUMBERS - BOARDS OF EDUCATION

BOARD	CURRENT LEGISLATIVE PROV'S FOR DETERMINING TOTAL MINORITY LANG TRUSTEE #s					USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE #s					BOARDS OF EDUCATION SUMMARY OF TOTALS		'*-*' = BOARD '* *' = BOARD
	1988 NUMBERS MIN LANG					1988 NUMBERS MIN LANG							
	PUB A+	SEP B+	INCL C+	ADD D=	TOT	PUB A+	SEP B+	INCL C+	ADD D=	TOT	1988	ADDITIVE 1988	CURRENT 1988 vs ADDITIVE
1 Atikokan	7	1	0	0	8	8	2	0	0	10	8	10	2
2 Brant	13	0	0	0	13	16	0	0	0	16	13	16	3
3 Bruce	14	0	0	0	14	14	0	0	0	14	14	14	0
4 Carleton	15	0	1	2	18	17	0	1	2	20	18	20	2
5 CE Algoma	14	0	0	0	14	10	0	0	0	10	14	10	-4
6 Chapleau	4	2	1	2	9	6	6	3	0	15	9	15	6
7 Cochrane-Iroquois Fa	6	0	2	1	9	8	0	2	1	11	9	11	2
8 Dryden	13	1	0	0	14	12	1	0	0	13	14	13	-1
9 Dufferin	13	0	0	0	13	12	0	0	0	12	13	12	-1
10 Durham	17	0	0	0	17	18	0	0	0	18	17	18	1
11 EA Parry Sound	14	0	0	0	14	12	0	0	0	12	14	12	-2
12 Elgin	14	0	0	0	14	14	0	0	0	14	14	14	0
13 Espanola	9	5	1	2	17	7	5	1	2	15	17	15	-2
14 Essex	11	0	0	3	14	15	0	0	3	18	14	18	4
15 Fort Frances Rainy R	12	2	0	0	14	11	2	0	0	13	14	13	-1
16 Frontenac	15	0	0	3	18	17	0	0	3	20	18	20	2
17 Geraldton	5	3	1	2	11	7	6	2	1	16	11	16	5
18 Grey	15	0	0	0	15	16	0	0	0	16	15	16	1
19 Haldimand	13	1	0	0	14	13	2	0	0	15	14	15	1
20 Haliburton	15	1	0	0	16	11	1	0	0	12	16	12	-4
21 Halton	16	0	0	0	16	18	0	0	0	18	16	18	2
22 Hamilton	16	0	0	3	19	18	0	0	3	21	19	21	2
23 Hastings	15	0	0	0	15	16	0	0	0	16	15	16	1
24 Hearst	2	5	5	0	12	1	4	4	0	9	12	9	-3
25 Hornepayne	4	1	0	0	5	8	3	0	0	11	5	11	6
26 Huron	14	0	0	0	14	13	0	0	0	13	14	13	-1
27 Kapuskasing	6	0	0	0	6	8	0	0	0	8	6	8	2
28 Kenora	12	0	0	0	12	11	0	0	0	11	12	11	-1
29 Kent	13	0	0	0	13	15	0	0	0	15	13	15	2
30 Kirkland Lake	9	5	1	2	17	10	7	1	2	20	17	20	3
31 Lakehead	13	0	0	0	13	16	0	0	0	16	13	16	3
32 Lake Superior	10	4	0	3	17	9	5	0	3	17	17	17	0
33 Lambton	14	0	0	3	17	17	0	0	3	20	17	20	3
34 Lanark	12	0	0	0	12	13	0	0	0	13	12	13	1
35 Leeds & Grenville	14	0	0	0	14	15	0	0	0	15	14	15	1
36 Lennox & Addington	13	0	0	0	13	12	0	0	0	12	13	12	-1
37 Lincoln	17	0	0	0	17	17	0	0	0	17	17	17	0
38 London	14	0	0	3	17	18	0	0	3	21	17	21	4
39 Manitoulin	14	1	0	0	15	8	1	0	0	9	15	9	-6
40 Michipicoten	5	4	1	2	12	7	6	2	1	16	12	16	4
41 Middlesex	14	0	0	0	14	14	0	0	0	14	14	14	0
42 Muskoka	14	0	0	0	14	13	0	0	0	13	14	13	-1
43 Niagara South	13	0	1	2	16	16	0	1	2	19	16	19	3
44 Nipigon-Red Rock	6	2	0	0	8	8	3	0	0	11	8	11	3

ESTIMATE B - BOARD SIZE
Boards of Education

(REVISED ADDITIVE FORMULA)
COMPARISON OF TRUSTEE NUMBERS - BOARDS OF EDUCATION

BOARD	CURRENT LEGISLATIVE PROV'S FOR DETERMINING TOTAL MINORITY LANG TRUSTEE #s					USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE #s					BOARDS OF EDUCATION SUMMARY OF TOTALS		*-* = BOARD * * = BOARD
	1988 NUMBERS MIN LANG					1988 NUMBERS MIN LANG							
	PUB A+	SEP B+	INCL C+	ADD B=	TOT	PUB A+	SEP B+	INCL C+	ADD D=	TOT	1988	ADDITIVE 1988	CURRENT 1988 vs ADDITIVE
45 Nipissing	9	0	0	0	9	14	0	0	0	14	9	14	5
46 Norfolk	12	4	0	0	16	14	3	0	0	17	16	17	1
47 North Shore	8	5	1	2	16	10	8	2	1	21	16	21	5
48 Northumberland Newca	15	0	0	0	15	16	0	0	0	16	15	16	1
49 Ottawa	11	0	1	2	14	16	0	2	1	19	14	19	5
50 Oxford	14	0	0	0	14	15	0	0	0	15	14	15	1
51 Peel	16	0	0	0	16	20	0	0	0	20	16	20	4
52 Perth	14	0	0	0	14	14	0	0	0	14	14	14	0
53 Peterborough	16	0	0	0	16	16	0	0	0	16	16	16	0
54 Prescott & Russell	3	6	9	0	18	2	7	8	0	17	18	17	-1
55 Prince Edward	13	0	0	0	13	12	0	0	0	12	13	12	-1
56 Red Lake	9	1	0	0	10	8	1	0	0	9	10	9	-1
57 Renfrew	11	0	0	3	14	14	0	0	3	17	14	17	3
58 Sault Ste Marie	13	0	0	3	16	14	0	0	3	17	16	17	1
59 Simcoe	18	0	0	3	21	18	0	0	3	21	21	21	0
60 Stormont Dundas & Gl	9	0	2	1	12	12	0	2	1	15	12	15	3
61 Sudbury	8	0	1	2	11	13	0	2	1	16	11	16	5
62 Timiskaming	9	3	2	1	15	10	6	2	1	19	15	19	4
63 Timmins	7	0	0	0	7	12	0	0	0	12	7	12	5
64 Victoria	13	0	0	0	13	14	0	0	0	14	13	14	1
65 Waterloo	16	0	0	0	16	18	0	0	0	18	16	18	2
66 Wellington	15	0	0	0	15	17	0	0	0	17	15	17	2
67 Wentworth	15	0	0	0	15	16	0	0	0	16	15	16	1
68 NE Parry Sound	13	0	0	0	13	11	0	0	0	11	13	11	-2
69 Windsor	10	0	0	3	13	17	0	0	3	20	13	20	7
70 York Region	16	0	0	0	16	19	0	0	0	19	16	19	3

ESTIMATE B - BOARD SIZE
Roman Catholic Separate School Boards

(REVISED ADDITIVE FORMULA)
COMPARISON OF TRUSTEE NUMBERS - RCSS BOARDS

BOARD	CURRENT LEGISLATIVE PROVISIONS FOR DETERMINING SEPARATE, MINORITY LANG TRUSTEE #s: 1988 NUMBERS SEP	MIN LANG INCL A+	MIN LANG ADD B+	MIN LANG TOT C=	USING THE ADDITIVE METHOD TO DETERMINE BASIC TRUSTEE #s: 1988 NUMBERS SEP	MIN LANG INCL A+	MIN LANG ADD B+	MIN LANG TOT C=	RCSS BOARDS SUMMARY OF TOTALS: CURRENT LEGISL'N 1988	ADDITIVE METHOD 1988	'*-' = BOARD '* ' = BOARD: CURRENT 1988 vs ADDITIVE
1 Brant	12	0	3	15	12	0	3	15	15	15	0
2 Bruce-Grey	14	0	3	17	11	0	3	14	17	14	-3
3 Carleton	12	4	0	16	12	5	0	17	16	17	1
4 Chapleau	7	1	2	10	7	1	2	10	10	10	0
5 Cochrane-Iroquois Fa	6	2	1	9	7	3	0	10	9	10	1
6 Dryden	8	0	0	8	8	0	0	8	8	8	0
7 Dufferin-Peel	16	0	3	19	18	0	3	21	19	21	2
8 Durham	15	1	2	18	13	1	2	16	18	16	-2
9 Elgin	12	0	0	12	10	0	0	10	12	10	-2
10 Essex	11	3	0	14	11	3	0	14	14	14	0
11 Fort Frances Rainy R	8	0	0	8	8	0	0	8	8	8	0
12 Frontenac-Lennox & A	13	1	2	16	11	1	2	14	16	14	-2
13 Geraldton	4	4	0	8	4	4	0	8	8	8	0
14 Haldimand-Norfolk	12	0	3	15	12	0	3	15	15	15	0
15 Halton	15	1	2	18	13	1	2	16	18	16	-2
16 Hamilton-Wentworth	16	0	3	19	16	1	2	19	19	19	0
17 Hastings-Prince Edwa	14	0	0	14	12	0	0	12	14	12	-2
18 Hearst	8	0	0	8	8	0	0	8	8	8	0
19 Huron-Perth	14	0	0	14	12	0	0	12	14	12	-2
20 Kapuskasing	7	1	2	10	9	2	1	12	10	12	2
21 Kenora	8	0	0	8	8	0	0	8	8	8	0
22 Kent	12	2	1	15	12	1	2	15	15	15	0
23 Kirkland Lake	4	4	0	8	4	4	0	8	8	8	0
24 Lakehead	14	0	3	17	13	0	3	16	17	16	-1
25 Lambton	13	1	2	16	11	1	2	14	16	14	-2
26 Lanark-Leeds & Grenv	14	0	0	14	12	0	0	12	14	12	-2
27 Lincoln	13	1	2	16	12	1	2	15	16	15	-1
28 London & Middlesex	16	0	3	19	15	0	3	18	19	18	-1
29 Metro Toronto	24	0	3	27	22	0	3	25	27	25	-2
30 Michipicoten	4	3	0	7	5	3	1	9	7	9	2
31 Nipissing	7	5	0	12	7	6	0	13	12	13	1
32 North of Superior	8	2	1	11	6	2	1	9	11	9	-2
33 North Shore	5	5	0	10	6	5	0	11	10	11	1
34 Ottawa	10	6	0	16	11	6	0	17	16	17	1
35 Oxford	11	1	2	14	10	1	2	13	14	13	-1
36 Peterborough-Victori	16	0	0	16	13	0	0	13	16	13	-3
37 Prescott & Russell	12	0	3	15	13	0	3	16	15	16	1
38 Renfrew	11	1	2	14	12	1	2	15	14	15	1
39 Sault Ste Marie	11	2	1	14	11	2	1	14	14	14	0
40 Simcoe	14	2	1	17	12	1	2	15	17	15	-2
41 Stormont Dundas & Gl	8	6	0	14	8	6	0	14	14	14	0
42 Sudbury	8	6	0	14	9	8	0	17	14	17	3
43 Timiskaming	6	2	1	9	8	2	1	11	9	11	2
44 Timmins	7	3	0	10	9	3	0	12	10	12	2
45 Waterloo	16	0	3	19	16	0	3	19	19	19	0
46 Welland	13	1	2	16	13	1	2	16	16	16	0
47 Wellington	13	1	2	16	11	1	2	14	16	14	-2
48 Windsor	9	1	2	12	16	1	2	15	12	19	7
49 York Region	16	0	3	19	15	0	3	18	19	18	-1